

# ANNEX A: DOCTRINE

## Doctrine and the Army

Doctrine is fundamental principles by which military forces or elements guide their actions in support of national objectives. It is authoritative but requires judgment in application. It provides the concise expression of how Army forces contribute to unified action in campaigns, major operations, battles and engagements. While Army doctrine complements joint doctrine, it also describes the Army's approach and contributions to full-spectrum operations on land. Where conflicts between Army and joint doctrine arise, joint doctrine takes precedence.

Doctrine touches all aspects of the Army. It facilitates communication among Soldiers no matter where they serve, contributes to a shared professional culture, and serves as the basis for curricula in the Army education system. Army doctrine provides a common language and a common understanding of how Army forces conduct operations. Army doctrine consists of principles, terms, and tactics, techniques and procedures (TTP). It is rooted in time-tested principles but is forward-looking and adaptable to changing technologies, threats and missions. Army doctrine is detailed enough to guide operations, yet flexible enough to allow commanders to exercise initiative when dealing with specific tactical and operational situations. To be useful, doctrine must be well-known, accurate, acceptable and commonly understood.

As the Army's capstone operations manual, *Field Manual (FM) 3-0, Operations*, provides the principles for conducting operations. It describes the Army's operational-level role

of linking tactical operations to strategic aims and how Army forces conduct operations in unified action.

## Concepts to Doctrine

The Army capstone concept is the warfighting concept that provides a holistic, macro-level description of the future Army and how it will conduct operations. It is the foundation for a comprehensive Future Force body of work, which includes detailed Army operating, functional and enabling subordinate concepts that describe the full range of interdependent operations, functions and related future Army capabilities from a variety of perspectives and levels. The capstone concept describes future Army capabilities and the contributions these capabilities bring to the Joint Force. It describes capabilities for global power projection and employment of U.S. forces across the full spectrum of military operations conducted at strategic, operational and tactical levels in joint, multi-Service and multinational operations, as well as actions involving, or in support of, other agencies. The development of the concept begins with the study and analyses of a wide range of data, to include policy and strategy, Army missions, historical perspectives, operational environments, technological forecasts, assumptions and current Army capabilities.

While Army doctrine may emerge from validated Army concepts, Army concepts themselves are developed in parallel and in collaboration with joint concept developers. The 2004 National Military Strategy (NMS) and a series of evolving joint concepts, including

the Joint Operations Concepts (JOpsC), Joint Operating Concepts (JOCs), Joint Functional Concept (JFC) and Joint Integrating Concepts (JIC), are key elements in the logic trail from concepts to capabilities, which may include doctrine. As a new concept begins to mature, it is analyzed through the Joint Capabilities Integration and Development System (JCIDS) to determine capability gaps and capability redundancies, assess the risks and priorities of the gaps, and identify an approach in relation to doctrine, organization, training, materiel, leadership and education, personnel, and facilities (DOTMLPF). These documents provide focus for experimentation programs and science and technology efforts. Once an initial draft of a concept is complete, it is analyzed through a process of experimentation and testing. The U.S. Army Transformation Concept Development and Experimentation Campaign Plan (AT-CDEP) guides these evaluations, and it may be done in several ways, to include studies by the Training and Doctrine Command (TRADOC) Analysis Center, analyses at the battle labs, or in a series of wargames. Once approved, an Army concept is published as a 525-series TRADOC pamphlet and becomes the baseline document for the development of Army Future Force capabilities by means of DOTMLPF solution sets. Approved doctrine ensures that the leadership, Soldiers and collective training are all oriented toward fielding an Army with a common operational language, common operational focus and common TTP.

## Sustaining a Doctrine-Based Army

The Army's doctrine of the future must enable core warfighting capabilities while increasing its strategic responsiveness and dominance over an expanded range of mission environments and threats. Our doctrine must encourage the relentless pursuit of the initiative in all military operations. It must address the

importance that the common operational picture plays in joint simultaneous engagement in depth, shaping the close fight and winning decisively. Doctrine must fully address how to effectively integrate and balance the application of information-enabled precision effects and maneuver into every mission area along the spectrum of conflict.

Doctrine must sustain an Army that will be a hybrid force, transforming from the Current to the Future Force, and embrace both. Organizations, training systems and materiel are being replaced by new organizations with different training systems and equipment. Army doctrine must emphasize the distributed, simultaneous, network-enabled and interdependent joint noncontiguous operations throughout the battlespace. These nonlinear operations are described in the 2004 NMS and the revised *Joint Publication (JP) 3-0, Joint Operations*, and were experienced in recent operations in Afghanistan and Iraq. Doctrine must also address the complete range of potential tactical- and operational-level missions and operating environments—not only open rolling terrain but also close terrain and the equally challenging complex and urban terrain that are becoming the battlefields of choice for potential adversaries. Most importantly, Army doctrine must be comprehensive and embrace the full spectrum of military operations, providing a conceptual basis for the rapid transitions—without loss of momentum—among the four types of Army operations: offensive, defensive, stability and support.

In the near term, TRADOC will conduct an integrated rewrite of key Army doctrine to address full-spectrum operations in the joint, interagency and multinational environments. TRADOC will focus on joint doctrine and warfighting concepts (approved and validated) that maximize maneuver, precision joint fires and survivability. Additionally, it will fully

participate in the continued development of stability operations, irregular warfare, special operations/conventional warfare integration, information operations and homeland defense doctrine. The U.S. Army Special Operations Command has mirrored TRADOC's doctrine transformation process in many respects. The U.S. Army John F. Kennedy Special Warfare Center and School (USAJFKSWCS) and the Army Special Operations Battle Lab are preparing operational and organizational plans that address special forces, Rangers, psychological operations and civil affairs doctrine. The USAJFKSWCS is also modifying existing doctrine to reflect new capabilities and lessons learned from recent operations supporting Operation Enduring Freedom, Operation Iraqi Freedom and the global war on terrorism.

TRADOC continues to ensure that Army doctrine is nested within, rather than simply compatible with, joint and multinational doctrine. These efforts to shape Army doctrine will continue throughout the midterm and far term.

## The Army Doctrine Hierarchy

The Army doctrine hierarchy has been changed to match more closely the joint doctrine hierarchy. The Army's warfighting doctrine is now organized in a two-tiered hierarchy that provides a structure for developing and implementing Army doctrinal publications. Tier 1 – Army Doctrine is the highest-level tier and includes our capstone publications *FM 1, The Army*, and *FM 3-0*. Approximately 40 other Tier 1 FMs are keystone publications that offer a broad perspective on Army operations and are instrumental in the proper integration of all other Army doctrine and training publications. Tier 1 doctrine is intended to provide a solid doctrinal basis for all Army operations and, while this level of doctrine changes on a

regular basis, it is not intended to change as rapidly as the Tier 2 manuals. Tier 2 – Doctrine is the second tier that captures the bulk of proponent, lower-level organizational FMs. These FMs are narrower in scope than Tier 1 FMs and address subjects in varying levels of detail, depending on the subject, type of force and echelon. There are currently over 550 Tier 2 FMs providing TTP for specific functions, units and the employment of Soldiers and systems. Tier 2 publications also include numerous reference FMs covering tasks such as providing first aid, physical training and marksmanship.

## Warfighting Doctrine Development in Support of Transformation

Army doctrine development has several initiatives underway to support Army transformation and its forces in combat. Army doctrine priorities have been established by the TRADOC commander, setting the course for current and future doctrine efforts. Doctrine priorities include Army input to joint doctrine, specifically *JP 3-0, Doctrine for Joint Operations*. We must ensure that the development of *JP 3-0* accurately reflects the requirements of land-dominate operations. The Army capstone field manuals, *FM 1* and *FM 3-0*, will be revised in parallel with the ongoing revision of *JP 3-0*. The goal is to publish both FMs by 3rd quarter FY06, which will be within six months of *JP 3-0*'s release. Simultaneously, the most important keystone field manuals will also be revised. These high-priority field manuals will be published in two waves. *FM 2-0* (Intelligence), *FM 4-0* (Logistics), *FM 5-0* (Planning), and *FM 6-0* (Command and Control) are scheduled for the 1st quarter FY07. Other high-priority field manuals, including *FM 3-07* (Stability Operations and Support Operations) and *FM 3-13* (Information Operations), will be completed 3rd quarter FY07.

In the near term, approximately 14 FMs are being developed to support the modular Army. For the far term, through the Capabilities Integration and Development System (CIDS)/JCIDS process and supporting DOTMLPF analysis, TRADOC identified a series of doctrinal publications to support experimentation, testing and fielding of the Army's Future Combat Systems-Unit of Action. Using these draft doctrinal publications, TRADOC will begin the collective task analysis to prepare the first unit equipped individuals, crews, small units, company and staff training materials necessary for experimentation, testing and evaluation in support of the FY08 Limited User Test, a test utilizing a limited group of users to test software and/or processes.

A new Army doctrinal publication category, field manual interim (FMI), will speed dissemination of urgently needed new doctrine to the field. FMIs deliver urgently needed doctrine approved by the proponent and authenticated by Headquarters, Department of the Army, without placing it through the standard development process. FMIs usually contain TTPs, but may contain discussions of principles. Proponents prepare FMIs to meet immediate doctrinal needs in cases where issuing a change to an existing FM is inappropriate. FMIs expire after two years, unless superseded by an FM, or rescinded.

Two keystone reference publications, *FM 1-02, Operational Terms and Graphics*, and *FM 7-15, The Army Universal Task List*, are published by electronic means as well as hard copy, and will be near real-time updates as the subjects they cover change. FM 1-02 standardizes Army terminology and symbology, and FM 7-15 standardizes tasks performed by all Army organizations. FM 1-02 will be updated whenever a field manual establishes one or more new terms or changes existing terms. FM 7-15 will be updated as new train-

ing tasks are developed. Changes will be available in two electronic formats, both accessible from Army Knowledge Online (AKO). Separate files for previous changes will be available for download by users working with paper versions.

## **The Doctrine Literature Master Plan (DLMP) and Modernization**

The DLMP is used to manage the life cycle of doctrinal publications. Its primary purpose is to provide a snapshot of the status/readiness of Army doctrinal publications and to forecast resources for doctrine development requirements. It lists all Army, joint, multi-Service and multinational doctrinal publications for which TRADOC and other doctrinal agencies are the proponents and/or primary review authorities/technical review authorities. It includes current publications, new developments, revisions and proposed consolidations. Because doctrine development is decentralized across Army agencies, the DLMP establishes planning standards and consistency, and serves to institutionalize a methodology in determining doctrine resource requirements for the budget and planning years.

Historically, doctrine was viewed as having about a five-year life span with "out-of-cycle" revisions triggered by events such as significant changes in the operational environment. The five-year life span is still used for programming and budgeting purposes. However, proponents are now required to update doctrine (which includes TTP) as soon as it becomes obsolete. Proponents are required to assess their publications every 18 months and record the status in the DLMP. When proponents determine that a publication requires updating, they take the necessary actions to plan/forecast requirements in the DLMP.



## Object-Based Publishing (OBP) of Doctrine

Technology and military publishing standards have evolved to allow for a more logical and efficient way to capture, manipulate and exchange doctrine information. Extensible Markup Language (XML) can be used to create doctrine objects/topics that are self-identifying, self-describing and self-assembling. A doctrinal object is a concise and self-contained document structure that can be used stand-alone or combined with other doctrine objects to organize and build information into customized, topically focused products such as field manuals, courseware or more user-centric battle books. This method is called Object-Based Publishing (OBP).

In FY03, TRADOC's Deputy Chief of Staff for Doctrine, Concepts and Strategy conducted a proof of principle of OBP of doctrine. The proof of principle, called the Doctrine Taxonomy Initiative (DTI), showed the ability of doctrine to be stored as stand-alone topics rather than books or manuals. The success of this test was the catalyst for Army-wide adoption of OBP. The advantages of publishing stand-alone topics versus manuals include:

- Better reusability of information—no redundant storage of information
- Allows for centralized update and real-time dissemination of information
- Individual topics are quicker to write and publish than manuals
- Allows for staffing efficiencies
- Allows for doctrine life-cycle efficiencies
- Individual topics are better suited to lower bandwidth environments than large manuals

Over 600 doctrinal publications will be converted to this new format in FY06-07, based on the availability of funding. During this time frame, doctrine development and lessons learned processes will be evaluated and re-engineered to capitalize on this new process of storing information. The combination of the new content storage method and improved business processes will result in timely and relevant doctrine in the field.

## Future of the Army Doctrine and Doctrinal Process

Doctrine has served the warfighter well over the years, but must evolve to support a transforming Army. As the Army transforms toward the Future Force, the methods of producing and disseminating doctrine will change to meet the new requirements of this fighting force. The basic premise of the doctrine development program for the future is not in the development of new architectures or expenditures, but in the transformation of doctrinal information through improved collaboration using structured professional forums, otherwise known as “communities of practices.” A structured professional forum is a group of people sharing lessons, concerns, passions and solutions about topics, and who deepen their knowledge and expertise through frequent interaction. Professional associations, software developers and skilled craft guilds are examples. Establishing structured professional forums is an effective way to handle complex problems and to share knowledge outside of the traditional structural boundaries.

The Army doctrine development process can harness the use of online structured professional forums through a network-centric knowledge system to streamline the incorporation of lessons learned and development and fielding of new doctrine as individual topics. In a time

when doctrine needs to be responsive to Soldier inquiries, structured professional forums will play an important role in quickly determining and distributing the requisite knowledge to satisfy doctrinal requirements. This new process must balance our need to maintain enduring, common, contextual doctrine that supports the development of flexible, adaptive leaders, yet allow for rapid integration of lessons learned and updating of specific TTP necessary to support full-spectrum units in the train-alert-deploy construct.

Using the results of Army experimentation that validate new concepts, new technologies that enhance doctrine development, and disciplines that integrate it with joint doctrine, Army doctrine used by the Future Force will bear little resemblance to the doctrine we have today. This new doctrine will have to do more than teach Soldiers how to fight, it must be doctrine that teaches the Soldier “how to think about how to fight.” Relevant, current doctrine contributes to the establishment and maintenance of the Army Soldier as a profession in that it embodies the codification of an expert compendium of knowledge.

This new doctrine and doctrinal process will leverage history and experiences with the latest web-based technologies to create, process and distribute doctrine at all levels. The new doctrine storage, process and retrieval methods will be key factors in Soldier development and how the Soldiers access and use knowledge as part of the Future Force. Object-based doctrine will greatly enhance our ability to conduct rapid, nearly simultaneous, universal updates of related doctrine

and training materials. Used in concert with structured professional forums, it will provide the ability to capture input from any Soldier, anywhere and at anytime, and support the creation of an enterprise-wide knowledge system that can facilitate the rapid reception, validation and sharing of key operational lessons throughout the Army.

## Conclusion

The Army’s doctrine must enable core war-fighting capabilities while increasing strategic responsiveness and dominance over an expanded range of mission environments and threats. It must clearly articulate the capabilities of the land component in joint operations. Doctrine that meets these requirements is being developed. The capstone and most important keystone field manuals are being revised and will be republished beginning in 2006. Doctrine to meet the near-term requirements of forces in combat is being developed and disseminated faster than ever before. Efforts to shape Army doctrine will continue throughout the midterm and far term. Through the midterm, TRADOC will incorporate new tools and procedures that will make doctrine development more agile and responsive, while continuing to reflect the best available thoughts on the art and science of military operations. In the far term, incorporation of tools and procedures refined in the midterm will continue as new technology becomes available. These tools and procedures will speed the development and dissemination of future doctrine and help Soldiers rapidly access both the principles and the TTP they need to accomplish their missions.